

Annex "A," Subparagraph 1p,
Sociological Background

HEALTH AND SANITATION

I. BACKGROUND

744 To the establishment of the Peiyang Sanitary Department in 1902 may be traced the beginning of organized public health work in China. Pleagues in 1911 and 1917 led to the development of organized epidemic prevention work. Under the Nationalist Government, after 1927, a Ministry of Health was established, later reorganized into the National Health Administration. Among its six departments were the Department of Health Organization and Services, which promoted local health work, local sanitary projects, and the training of personnel, and the Department of Epidemic Prevention, which was charged with the prevention and control of epidemic and endemic diseases, anti-epidemic services, and the manufacture of biological products.¹

The development of health work, however, was greatly disrupted by the long and destructive war of resistance against the Japanese (1937-45). The internal strife between the Communists and

1. China Handbook 1937-45, compiled by China Ministry of Information, N. Y., Macmillan Company, 1949, p. 490.

744 the Nationalist Government that followed further hampered progress. In the war years, the North China Region, like the East China Region, had large areas either under Japanese occupation or controlled by successive puppet regimes. Much of the effort of the Nationalist Government in unoccupied areas was devoted to the Army Medical Service, which was affiliated with the wartime Ministry of Military Affairs in 1938 after being separated from the National Health Administration.²

With the conclusion of World War II, the Nationalist Government returned to Nanking in May 1946 from the wartime capital of Chungking. Amid manifold attempts at rehabilitation and reconstruction, the restoration and reorganization of health work also was begun anew. Some statistics for North China for 1946 and 1947 are available, but it is obvious that not much could have been done within so short a time, especially with all the difficulties caused by the political situation. In 1947 there were in the two provinces of Hopei and Shansi, and the two municipalities of Peiping and Tientsin of the North China Region, 56 government health organizations at the provincial level, with a total of 1,900 medical and health personnel, and 58 more government health organizations at

2. The China Year Book, 1938-39, Shanghai, Commercial Press, 1939, p. 652.

• 744 the county level.³ As to preventive medical care, in 1946 in the North China Region 740,027 people received vaccinations against smallpox, 2,684,139 received inoculations against cholera, 21,514 were inoculated against typhoid, and 135,787 were inoculated with combined cholera and typhoid vaccine.⁴ (For purposes of comparison, it should be noted that the population of the North China Region in 1948 was 47,460,502. For details on the changes in population and administrative geography, see chapters on Population and Geography.) Statistics of this sort are not sufficient to provide an accurate picture of the health work and health conditions in North China before 1949. No data exists on the contribution made by private institutions and practitioners in the pre-Communist years. Nevertheless, these figures give some indication of the efforts of the Nationalist Government in this field.

II. COMMUNIST OFFICIAL REPORTS

743 When Nieh Yung-chen, Communist mayor of Peking, made his report on February 25, 1950, he stated that according to statistics of 1949, there were only 17 hospitals with 1,600 beds in

3. Chung-hua Min-kuo T'ung-chi Nien-chien [Statistical Yearbook of China], Nanking, Bureau of Statistics, 1948, pp. 341, 342, and 344.

4. Ibid., p. 347.

743 In spite of the alleged progress and improvements, the report declared there was much to be desired in technique, in equipment, in health education, and in the quality of work.

744 An official report made on February 1, 1951 revealed that during 1950 three more health centers were established in Tientsin, the other municipality of North China, making a total of 15, and 6 clinics were established in the rural areas, making a total of 10.⁷ Furthermore, 426 herbalists (42 per cent of all practitioners of traditional Chinese medicine in Tientsin) were organized to serve in free clinics. The number of hospital beds in the whole municipality was given as 1,568. Because one of the guiding principles for health work in Communist China was special attention paid to the health of workers, free medical service and special low charges for medical treatments were also given mention in the report. On preventive medical care, it stated that in Tientsin during 1950 486,000 people received inoculations against cholera, 447,000 received inoculations of combined cholera-typhoid vaccine, 13,000 received inoculations against diphtheria, and 1,021,000 received vaccinations against smallpox. In the prevention of tuberculosis, 79,000 people were given B.C.G. shots and 219,000 were given similar experi-

7. Ibid., pp. 285-286.

- 744 mental shots. (For purposes of comparison, it should be noted that the population of Tientsin was 2,693,831 in 1953.) Classes were opened to train health guides in schools and 114 students were graduated, according to the same report, As a part of the municipal public works of Tientsin, the running water system was improved, so that the quantity of piped water increased by some 20,000,000 gallons daily, and more inhabitants could enjoy safe drinking water. At the time of the report, this water project was only 80 per cent completed. Special effort was made to supply clean drinking water to some 50,000 people in certain outlying areas. In addition, the inoculation of domesticated animals was promoted.

Health centers were set up in all the counties in Hopei Province, according to a report submitted by the provincial chairman in November 1950,⁸ and initial steps toward the registration and supervision of physicians and drug stores were initiated. In the field of epidemic prevention, the Provincial People's Government in 1950 reported 20,000 vaccination workers trained and 8,890,000 people vaccinated against smallpox. In comparison to the death rate of 7.2 per cent, shown in a statistical survey of some 50,000 cases in the latter half of 1949, the death rate shown in a similar survey of 44,000 Hopei people in the first half of 1950 declined

8. Ibid., pp. 312-13.

744 to 6.1 per cent. Even in the famine areas and at the places where water conservation workers congregated, no serious spread of epidemics was reported. For the protection of the health of women and children, 1, 501 midwives were trained and 13, 660 midwives were re-trained.

In 1950, the People's Government of Shansi Province reported the establishment of one provincial health center for women and children, one hospital for contagious diseases, 33 county health centers, and 25 ch'u [district] health centers.⁹ The same Communist report also claimed that for Spring epidemic prevention, one main prevention corps of 50 workers and 20 smaller corps of ten workers each were organized. Through these corps workers, 1,182,079 people received vaccinations against smallpox, and 630,254 were inoculated against typhoid and cholera. In the training of medical personnel, 4,072, old style midwives were re-educated, and in co-operation with the provincial Federation of Democratic Women, two classes of 57 students in each class were graduated to be special workers for the health of women and children.

III. WOMEN AND CHILDREN

In regard to public health work in Communist China, special emphasis is given to the

9. Ibid., pp. 329-30.

744 well-being of women and children. This fact finds its source in the Common Program, an early document of the Chinese Communist regime. There it states, "...attention shall be paid to the protection of the health of mothers, infants, and children."¹⁰ For this reason, the establishment of health centers for women and children, maternity stations, the prevention of children's and puerperal diseases, the training and the reforming of midwives have been stressed and publicized on a nationwide basis as well as in North China.

744 In Peking, according to a Communist
/65 report of 1952, the death rate in child-birth decreased from 0.24 per cent in 1950 to 0.13 per cent in 1951, and the infant mortality rate dropped from 0.72 per cent in 1949 to 0.57 per cent in 1950 to 0.25 per cent in 1951.¹¹ By 1955, three main experimental health centers for women and many similar smaller centers were reported in operation throughout the urban and rural areas near Peking, with a total of 1,000 trained midwives in attendance. For children there were reported to be four special municipal medical and health organizations; in most general hospitals there were departments of pediatrics and obstetrics. This report also claimed that between 1949 and 1954 infant

10. The Important Documents of the First Plenary Session of the Chinese People's Political Consultative Conference, Peking, Foreign Languages Press, 1949, p. 18.

11. Kuang-ming Jih-pao [Enlightenment Daily] Peking, Sept. 19, 1952, p. 3.

- ⁷⁴⁴₁₆₅ mortality and the death rate in childbirth dropped two-thirds. 12

⁷⁴⁴ The municipal government of Tientsin claimed great achievements in the protection of the health of women and children in the four years from 1949 to 1953. 13 A central hospital of obstetrics was established as well as a special department for women and children under the municipal Bureau of Public Health, 38 special health station and a network of public health organs serving the women and children of Tientsin. In co-operation with the Federation of Democratic Women, the Tientsin Municipal Government promoted health education for women and children through such various media of communication as newspapers, pamphlets, lectures, broadcasts, motion pictures, and exhibits. Scattered over the municipal area are 536 crèches caring for 10,840 children. The government also claimed to have conducted health examinations of children and that 6,884 children were examined in 1951, 39,888 in 1952, and 40,000 in 1953.

12. Hua-ch'iao Jih-pao [China Daily News], New York, June 11, 1955, p. 3.

13. T'ien-chin Jih-pao [Tientsin Daily], Tientsin, June 1, 1953, p. 2.

IV. THE PATRIOTIC HEALTH DRIVE

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668 During the conflict in Korea, the Chinese Communists accused the United States of waging bacteriological warfare. The Communists said it began in Korea on January 28, 1952 and later spread to Northeast China.¹⁴ Obviously this theme was utilized to strengthen the mass feeling against America and to integrate the health drive with propaganda. The Patriotic Health Drive was launched in February as part of the Resist-America-Aid-Korea Movement, and it proved to be so economical to the government and became so successful that it was made an annual affair. In the name of patriotism, the people in the cities and rural areas were asked to contribute free labor for the improvement of general hygiene.

In the national capital, Peking, the entire population was mobilized, with a leader for every ten households. By September 1952, Communists claimed, there were "practically no" flies and mosquitos in Peking.¹⁵ As a matter of fact, the

14. Jen-min Jih-pao [People's Daily], Peking, April 25, 1952, p. 1.

15. Enlightenment Daily, Sept., 19, 1952, p. 3.

- 744 municipal government of Peking had been
668 engaged in projects of health improvement since 1950. Piped water reached all the inhabitants in the city limits, whereas only one third of the people had received it prior to that time. ¹⁶ Many open ditches, where insects bred and spread disease, were covered and replaced by underground sewage pipes. Because only one per cent of the households had modern flush toilets, ¹⁷ more sanitary equipment and a better system of collecting feces were ordered. Within eighteen days of the launching of the Patriotic Health Drive on March 16, 1952, it was claimed, 90 per cent of the population was participating in the "big clean up" with the following results:

Refuse removed	some 13,000,000 cubic feet
Weeds removed	530,000 cubic feet
Open sewage cleaned	37,000 feet
Bodies of stagnant water	
dredged	5,033
Rat holes sealed up	347,938
Tree holes sealed up	32,780

By May 14, the report said, 17,890,000 fly larvae, 3,400,000 flies, and 190,000 rats had ^{been}exterminated. Glass or screen covers were

16. Ibid.

17. People's Daily, June 27, 1952, p. 3.

- 744 required for all food peddled by vendors or displayed in markets. Some slaughterhouses and fecal drying yards were moved to more suitable locations outside the city limits. 18

The Patriotic Health Drive in Tientsin began with propaganda early in 1952.¹⁹ From the middle of April, the drive concentrated upon the improvement of sanitation. Statistics collected in May 1952 claimed that 80 per cent of the population had participated in the clean-up campaign, and that specific jobs were undertaken by 210,000 people of all professions with the following results:

Refuse cleaned up	some 200,000 cubic feet
Bodies of stagnant water filled up or disinfected	1,994
Rat holes sealed up	410,000
Tree holes sealed up	10,149
Public comfort stations built	491
Fecal drying yards removed	428

A system of food control was set up to require the registration of food vendors, and food manufacturers were required to submit their products to the municipal Bureau of Public Health for analysis. In mid-June, the Patriotic Health Drive in Tientsin entered a new phase -- mobilization for the extermination of mosquitoes.

18. Chief-fang Jih-pao [Liberation Daily], June 7, 1952, p. 3.

19. People's Daily, June 28, 1952, p. 3.

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668 The lack of information and publicity about the Patriotic Health Drive in the smaller cities and rural areas in North China leads to the conjecture that the drive either did not do so well or was not so strongly promoted as in the two municipalities. More time and further investigation of source material than this survey permits would be necessary to bear out this surmise. But this belief can be at least partly substantiated by occasional reports. One traveler reported that the people of Ch'ang-hsin-tien did not pay much attention to sanitation work in response to the call of the Patriotic Health Drive. The streets were dirty and there were many flies. Yet Ch'ang-hsin-tien is only about twelve miles southwest of Peking, on the Peking Hankow Railway. Another report of a similar nature came from Ching-hsing, a coal mining district also in Hopei Province, which mentioned that refuse and water-melon rinds were scattered everywhere and flies and mosquitoes were numerous,²⁰

V. PEIPING UNION MEDICAL COLLEGE HOSPITAL

743 In 1950, a few months after the outbreak of warfare in Korea, the Communist Government in Peking passed an act to take over all the cultural, educational, relief, and religious

20. Kung-fei Ti Wei-sheng I-yao Kung-tso
[Health and Medical Works of the Chinese Com-
munist], Taipei, Sixth Section, Central Com-
mittee, Nationalist Party, 1955, pp. 14-15.

743 known for its beauty and as a center of culture, the Communists seem determined to maintain Peking as a showplace. In its western suburb, a "city of learning" has been erected, and on its eastern outskirts an industrial area has been developed.] It was claimed in 1953 that construction had begun³¹ on twenty hospitals, clinics, and sanatoriums, including a Moslem Hospital for that minority group, a children's hospital with 600 beds (claimed to be the largest of its kind in China), the Soviet Red Cross Hospital, and a sanatorium for Asian students. The Soviet Red Cross Hospital was said to be a gift from the Soviet people to China and was to be ultra-modern in equipment,³² supported by Soviet money, and staffed by Soviet personnel. The Asian Students' Sanatorium,³³ with 300 beds, was formally opened on November 17, 1954, and may have been a gesture to impress Asiatic peoples.

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668 Writers and artists have been enlisted to help spread government propaganda pertaining to improved health conditions by the Communist regime in Peking. For instance, Lao She, the well-known author of Rickshaw Boy, wrote a three-act play entitled The Dragon Beard

31. "Half a New City in Five Years," China Reconstructs, Peking, China Welfare Institute, Sept. -Oct., 1954, pp. 6-9.

32. People's Daily, June 20, 1952, p. 1.

33. Survey of China Mainland Press, No. 962, pp. 25-6.

- 744 668 Ditch, first published in 1951, using Peking as its setting and improvement of sanitation as its subject. The Dragon Beard Ditch is in a slum district behind the Temple of Heaven. The open ditch served as a sewer and had been a menace to health for centuries. Between May and September 1950, the open ditch was eliminated and replaced by five miles of concrete conduits. The inhabitants of the area also had piped water for the first time.³⁴ The play is reported to have been very well received and staged many times, and its production helped to publicize achievements in health and sanitation in Peking.

744 The health of a people depends on many factors. Mere preventive medical care, and the killing of flies and mosquitoes, etc., do not necessarily present a complete picture of improved health conditions. Malnutrition and undue mental strain may offset whatever good has been done by vaccinations and inoculations. Furthermore, when there is a shortage of food facing the people, many of the health programs of the Chinese Communists seem to be missing the most important problems. There are famines and man-made food scarcity situations on the mainland of China. This is particularly true since 1953, after the inauguration of the

34. Li Te-chuan, "Health for All the People," China Reconstructs, Jan. -Feb. 1952, pp. 14-20.

744 Communist agricultural program of "planned purchase and planned supply of foodstuffs."³⁵ Therefore, while Communist claims on health and sanitation improvement should be examined with care, one must not forget how many other factors determine the health of a people.

35. China Handbook 1954-55, Taipei, China Publishing Co., 1954, pp. 519-20.

731 lished in twenty-three large cities throughout the China Mainland. In North China, branch offices have been established in Peking, Tientsin, and Taiyuan.¹⁰ Meetings and conferences have been held, but the only actual relief work reported was the collection in 1950 of 6,800,000 outfits of winter clothing for the flood refugees in northern Anhwei.¹¹

In order to combat the increase in unemployment, the Labor Employment Committee was established in July 1952 under the Government Administration Council. Regional committees were formed on lower administrative levels in the provinces, counties, and municipalities.¹²

744 The Red Cross Society in China has been in existence for fifty years. In August 1950 the Communists assumed control of the Red Cross and reorganized it under the leadership of the Ministry of Health. It has done more medical work than relief work, especially at construction projects where large numbers of laborers are congregated. In North China, medical and epidemic-prevention corps were sent to such construction projects as the Feng-t'ai -- Shach'eng Railway and Kuan-t'ing Reservoir, both in the province of Hopei.¹³

10. People's Handbook, 1955, pp. 396-97.

11. Relief Work under the Chinese Communists, pp. 6-8.

12. Ibid., p. 8.

13. Ibid.

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In June 1938, during the war of resistance against Japan, the China Defense League was founded in Hong Kong by Madame Sun Yat-sen. It acted as a channel for international aid, chiefly to bring medicine and relief to Communist bases. In 1941, its headquarters was moved to Chungking. After the establishment of the Chinese Communist regime, this organization changed its name to the China Welfare Institute (August 1950). Its center of activity has been in Shanghai.¹⁴ In January 1952, the China Welfare Institute began to publish China Reconstructs, an international, propaganda-disseminating, bi-monthly magazine in English.

The Chinese People's National Committee for the Protection of Children was formed on November 26, 1951 at Peking in response to the call issued at the Berlin conference of the International Federation of Democratic Women. The head of the Chinese organization is Madame Sun Yat-sen. The principles of this committee, which include the promotion of child welfare, were defined as "anti-imperialism" and the "promotion of world peace."

In 1948, a group of professors in Shanghai founded the China Tuberculosis Prevention Association. The Communist regime brought this

14. Ibid., pp. 8-9.

15. People's Handbook 1955, p. 396.

744 organization under their control and moved it to Peking. In August 1953, a conference of tuberculosis-prevention workers was called and certain tasks and policies of the association were outlined. More than one hundred tuberculosis-prevention units throughout China Mainland are reported to be affiliated with this organization.¹⁶

IV. RELIEF AND RELIEF POLICIES

657 During the convention of the National People's Congress in September 1954, Hsieh Chieh-tsai, Minister of Internal ~~Affairs~~ under the Communist regime, made a report on the state of relief and welfare on the China Mainland. After alluding to the expanse and severity of natural calamities from 1949 to 1954, he reiterated the stand and policies of the Chinese Communist Government in conducting relief work. The first effort was to mobilize the masses in the prevention of drought, frost, harmful insects, and floods. Secondly, when disaster strikes, the people would be expected to "help themselves through production," "to economize during the famine period," and "to offer mutual-aid." Only when it was absolutely necessary would the government proffer outright relief.¹⁷

In discussing public welfare and relief in Communist China, it is necessary to recognize

16. Ibid., pp. 211-12.

17. Ibid.

671 (3) The reorganization of certain technical services of the government. There are 138 modern courts in China. These were praised highly by the Extraterritorial Commission. An excellent codification of Chinese laws is being drawn up by trained Chinese lawyers.

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206 (4) A remarkable development of the postal and telegraph systems. "In 1911 the length of mail routes was about 120,000 miles. Now they cover more than 250,000 miles. The money-order business during this period has increased from about \$6,000,000 in silver to more than \$75,000,000. It is pointed out that this remarkable branch of government service is carried on almost exclusively by Chinese. Likewise, the telegraph service is now so organized that messages are received in many of the remotest parts of the Republic.

496 (5) There are 7,000 miles of railroads, and they are managed on the business side and on the technical side almost entirely by Chinese.

491 (6) Ten years ago there were scarcely any highways in China that could be used by motor cars. Now there are 10,000 miles of good roads.

625 (7) The growing efficiency of the police and street cleaning departments of many Chinese cities is a sign of progress.

• 744 (8) In Peking a beginning has been made in governmental public health activities. There is an epidemic prevention bureau which is embarking on the production of vaccines and serums, and an experimental public health demonstration center for one district of the capital.

654 (9) The remarkably efficient geological survey conducted by V. K. Ting is now shedding more light on the real mineral resources of China.

439 (10) The importations from foreign countries in 1880 amounted to about 80,000,000 taels (\$111,111,111),¹ of

¹ The sign \$ unless accompanied by the term "gold" is used in this study to designate Chinese currency. For exchange rates see pp. 63-64.